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Macgregor, John

The boys' beadle...2d ed.

London

1871

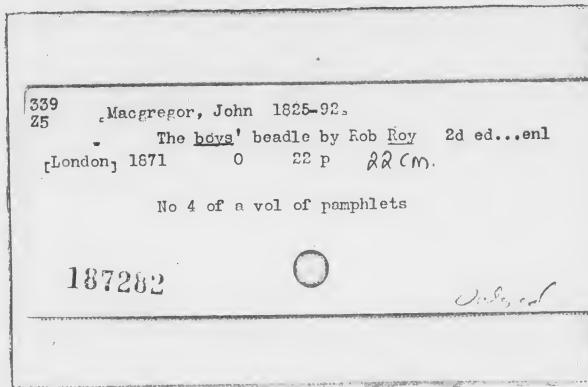
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# BOYS' BEADLE.

BY S.

## ROB ROY.

John Macgregor

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SECOND EDITION, REVISED AND ENLARGED.

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1871.

*Twelve Copies sent for twelve stamps on application to the SECRETARY,  
REFORMATORY AND REFUGE UNION, 24, NEW STREET, SPRING  
GARDENS, LONDON.*

It is proposed to describe briefly the special work of an Agent employed during the last four years by the "Reformatory and Refuge Union" to carry out the Industrial Schools Act, and to care for neglected children in London.

The information is obtained from personal supervision of his work, and examination of his journal.

It is hoped that this account of a successful effort will be of use to School Boards undertaking to apply the provisions of the Education Act which relate to Certified Industrial Schools.

For this purpose we shall set forth:—

- I. The main features of the "Industrial Schools Act, 1866."
- II. The hindrance to its effectual operation.
- III. The remedy for this, as shown by the work of the "Boys' Beadle" in London, and of the similar agent in Birmingham.
- IV. Some particulars of the Certified Industrial Schools in and near London.
- V. The sections of the Elementary Education Act which relate to Certified Industrial Schools.
- VI. Suggestions from experience.

TEMPLE, LONDON, February, 1871.

I. "THE Industrial Schools Act, 1866" (29 & 30 Vict. cap. 118), repeals the "Industrial Schools Act, 1861," and it relates only to Industrial Schools which are certified by the Home Office, and under its control.

The classes of children dealt with by the Act may be briefly enumerated as, children under fourteen years of age found—

1. Begging.
2. Wandering.
3. Destitute, orphan.
4. Destitute, with surviving parent in prison.
5. To frequent thieves' company.
6. Too bad for parents.
7. Too bad for workhouse.
8. Charged with offence (if under twelve years of age).

The following are the sections of the Act of 1866 which describe these classes of children, and the mode of procedure:—

*Classes of Children to be detained in Certified Industrial Schools.*

Sect. 14. Any person may bring before two justices or a magistrate any child apparently under the age of fourteen years that comes within any of the following descriptions, namely—

That is found begging or receiving alms (whether actually or under the pretext of selling or offering for sale anything), or being in any street or public place for the purpose of so begging or receiving alms;

That is found wandering and not having any home or settled place of abode, or proper guardianship, or visible means of subsistence;

That is found destitute, either being an orphan or having a surviving parent who is undergoing penal servitude or imprisonment;

That frequents the company of reputed thieves.

The justices or magistrate before whom a child is brought as coming within one of those descriptions, if satisfied on inquiry of that fact, and that it is expedient to deal with him under this Act, may order him to be sent to a Certified Industrial School.

Sect. 15. Where a child apparently under the age of twelve years is charged before two justices or a magistrate with an offence punishable by imprisonment or a less punishment, but has not been in *England* convicted of felony, or in *Scotland* of

theft, and the child ought, in the opinion of the justices or magistrate (regard being had to his age and to the circumstances of the case), to be dealt with under this Act, the justices or magistrate may order him to be sent to a Certified Industrial School.

Sect. 16. Where the parent or step-parent or guardian of a child apparently under the age of fourteen years represents to two justices or a magistrate that he is unable to control the child, and that he desires that the child be sent to an Industrial School under this Act, the justices or magistrate, if satisfied on inquiry that it is expedient to deal with the child under this Act, may order him to be sent to a Certified Industrial School.

Sect. 17. Where the guardians of the poor of a Union or of a parish wherein relief is administered by a board of guardians, or the board of management of a district pauper school, or the parochial board of a parish or combination, represent to two justices or a magistrate that any child apparently under the age of fourteen years maintained in a workhouse or pauper school of a Union or parish, or in a district pauper school, or in the poorhouse of a parish or combination, is refractory, or is the child of parents either of whom has been convicted of a crime or offence punishable with penal servitude or imprisonment, and that it is desirable that he be sent to an Industrial School under this Act, the justices or magistrate may, if satisfied that it is expedient to deal with the child under this Act, order him to be sent to a Certified Industrial School.

Sections 26 and 27 allow the child to "lodge" out while attending the school, or "to live with" some one "by licence."

The outlay of the Industrial School, and expense connected with the case, may be defrayed by the Police Fund (sec. 23), Treasury payments (sec. 35), Prison authorities (secs. 36, 50), Guardians of the poor (sec. 37), and by voluntary contributions. The parents of a child sent to a Certified Industrial School may be compelled by the Home Office to pay five shillings a week (sec. 40), but this does not go to the funds of the school.

These are the principal features of the Act as regards all the Certified Industrial Schools in England. A list of these Institutions, corrected to January, 1871, and other particulars, may be had on application to the Secretary of the Reformatory and Refuge Union.

II. "The Industrial Schools Act, 1866," is an excellent measure, but it has one grand and simple defect—that its chief power is left to be set in action by anybody or everybody; that is to say, by nobody. This is plain enough from section 14, which begins, "Any person may bring before two justices or a magistrate any child" found begging, &c.

The power thus given to all people was employed now and then by a few active men, sometimes by an enthusiastic philanthropist, and for a brief season by the police.

If, however, any busy man, such as the master of a school, brings a homeless lad before the magistrate under this Act, he has to brave the question, "Why does this man capture a strange child?" He has to spend days in inquiries, attendance, and correspondence, has to get the consent of some Institution to receive the child, and, after all, the case may be dismissed, and then the "any person" has all the cost to pay.

The Act had, indeed, built homes, provided teachers, and conferred authority on Courts, and there were thousands of hapless ones in the streets who ought to be in the schools, but there was nobody enjoined to put them in. It was as if children were seen struggling in deep water, and a Receiving-house was on the shore, and a boat, but no sailor was told off to work it.

III. During a visit to schools in Sweden the idea occurred to me of supplying this want in the practical operation of the Act. I found that the compulsory system in that country (where school plans and machinery are the best in the world) is made operative, without being oppressive, by an agent in each district called a "Persuader," whose business is precisely what we needed here in England, namely, to take up the case of the neglected child, to lead with gentleness those who will not go unasked to school, and to bring under quiet authority those who must be compelled. This was the very thing wanted to make the "Industrial Schools Act" workable. It was the *thumb* for a hand which before had only fingers, which hand could indeed push or strike, but could not well catch hold so long as it was thumbless.

The Council of the Reformatory and Refuge Union readily acceded to the suggestion for the trial of an agency like the "Persuader" in London, and, after nine unsuccessful efforts to find the proper man, Mr. William King was appointed the "Boys' Beadle" four years ago, with the following instructions:—

MEMORANDUM FOR THE AGENT OF THE REFORMATORY AND  
REFUGE UNION.

He is appointed—

To befriend and help the neglected children in the streets, and to discover the persons who fail in their duty to take care of them.

He is to do this—

By careful investigation of selected cases, and, according to the particular circumstances, either to restore them to their parents or guardians; to direct and introduce them to Ragged Schools; to procure their admission to Refuges; to aid in applying the laws by which they may be remitted as vagrants to Industrial Schools, or as offenders to Reformatories; to assist the authorities where payment is to be enforced from the parents.

His special duties are, confining his effort to an assigned district—

To visit each Ragged School, Refuge and other similar institution, so as to confer with the masters and matrons, and to secure their co-operation.

To begin with the cases of children, under twelve years of age, found by himself in the streets at night, or brought under his notice by ragged-school teachers, missionaries, subscribers to the Union, and other persons.

To provide, if necessary, immediate shelter and food while inquiries are being made.

To enter in his journal full particulars of his work, visits, and inquiries, and to receive and carry out in each case the directions of the Committee.

In order to perform these duties satisfactorily and without confusion, he is to restrict his attention only to so many cases at once as he can personally investigate thoroughly, so that he may complete a few cases rather than engage superficially in a number.

The direction of this Agent's work was entrusted to three members of the Council, and the six volumes of his Journal contain a mass of valuable detailed but condensed information as to the neglected children in London which cannot be found elsewhere.

It is not desired in this paper to appeal to the sentiments of those who care for the neglected, but merely to give them the plain facts and figures deduced from many cases systematically worked. Still, it may be allowed to one who is deeply interested in this

work to remind all who are about to undertake a like effort that their hearts will be stirred by three strong emotions which deepen rather than weaken as they are longer engaged. They will feel sad and poignant sympathy for the hapless little ones whose miserable woe is uncovered before us. They will feel burning shame that England can let any of her poor children lie grovelling so low for one single hour. But they will feel also, thank God! most cheerful joy at the happy rescues from such wretchedness—the beaming faces of grateful boys and girls now settled and contented in useful employment at home and abroad, to which state of comfort they have been lifted by this agency from the pit of despair.

The Beadle began in a northern district of London, bounded on the east by Edgware Road and on the south by Hyde Park, containing about 100,000 inhabitants, and not many of the squalid poor. We introduced him first to twelve Ragged Schools of the neighbourhood, and to four Refuges for children, also to the magistrates and to the police.

It is to be remembered that the Beadle has no authority whatever, more than that of "any person," to deal with the neglected children. He is not a constable nor a parish officer, he wears no uniform, but is simply a man acting on behalf of a self-constituted Society, which employs him to do what any other person is at liberty to do, but what no other person feels it to be his *duty* and *business* to do.

At first there was a little natural doubt or suspicion on the part of some authorities as to the position and work of this new officer, who was seen walking along streets and alleys, taking children to their homes or their schools, warning others, and communicating with parents and consulting with the police.

But all this coolness soon disappeared as the purpose of his visits became known; and it is very satisfactory to state that during the whole period of Mr. King's engagement, although many cases of difficulty were treated, and many bad characters and bad neighbourhoods had to be dealt with, not one single instance has occurred of disturbance, and not one complaint of misconduct.

This success may be partly owing to the careful guidance of his work by the committee, but it is certainly more due to the good sense and kind firmness of the Agent himself.

In a few days the effect of his visits became evident far beyond the streets where his presence had been observed. News of this

sort travels speedily, and it was soon evident that the *deterrent* effect of an agency known to be on the look-out for cases of parental neglect or juvenile misconduct was immediate and wide-spread.

In three weeks he was to be moved to another district; but the schoolmasters and others of the first entreated that he might remain there, for "their streets had never been so orderly before, nor their schools so full!" Moving eastwards to the more difficult and more densely populated district, which is bounded on the east by Regent Street and on the south by Oxford Street, the Beadle's work had equal success, and again, in like manner moving east and south, he visited each district of London.

Gradually—in some cases *very gradually*—the Police Magistrates appreciated the value of our Agent's services; until now he is welcomed, and constantly applied to by all of them in turn. He has numerous letters from the country and abroad, but especially, of course, from good people in London, while a succession of visitors call at his house to claim his help.

Every institution for the poor in the metropolis soon perceived the advantage of having such an Agent to give advice, to make inquiries, and to investigate thoroughly what the Governors or Matrons of Homes and Refuges and Schools could never attend to in this way without absenting themselves too long from their own proper duties.

At length it was proposed by one in authority that the Home Office should arrange for an agent of this kind in each of the twenty-one police Divisions. But just at that time the "Elementary Education Bill" was in preparation, and so it was that the section of the Act was introduced which shall notice further on.

Mr. King's journal is kept methodically, so that each case, recurring as it does at intervals (sometimes indeed for years) can be traced by reference through 1,300 pages. A *summary* is made each month, and another every quarter, and the principal features of each case are tabulated in one general book. From this the following information is compiled as to work done up to the last day of 1870:—

(1) NUMBER OF DAYS EMPLOYED . . . . .	1,252
Total number of cases inquired into . . . . .	720
Boys . . . . .	637
Girls . . . . .	83

## (2) CASES—HOW DISPOSED OF—

1. Restored to parents or friends . . . . .	34
2. Placed in situations . . . . .	6
3. Sent to sea . . . . .	26
4. Helped by other Agents . . . . .	14
5. Emigrated . . . . .	1
6. Temporary shelter . . . . .	4
7. Industrial Homes . . . . .	289
8. Certified Industrial Schools . . . . .	85
9. Reformatories . . . . .	13
10. Sent to workhouse . . . . .	1
11. Refused advice . . . . .	27
12. Discharged by magistrates . . . . .	33
13. Absconded during inquiry . . . . .	23
14. Nothing done after inquiry . . . . .	123
15. Visited parents . . . . .	30
16. Arranged for school . . . . .	6
17. Cases not settled . . . . .	5
	720

Of the 39 Institutions to which these cases were sent, the following are those which received most cases:—

*Institutions for Homeless and Destitute.*

Name of Institution.	Where Situated.	Cases
Brook Street Refuge .....	Henry Passage, Henry Street, Hampstead Road .....	63
St. Giles's Refuges .....	8, Great Queen Street, and 19, Broad Street, Bloomsbury.	41
(Boys and Girls.)	In connection with the <i>Chichester</i> Training Ship, and a Farm at Bisley, Surrey.	
Grotto Home for Boys .....	Grotto Passage, Marylebone .	23
St. Pancras Industrial School	314, Gray's Inn Road .....	12
Newport Market Refuge .....	Newport Market, Soho. ....	9
Home for Little Boys .....	Farningham, Kent .....	5
North London Shoebblack Bri- gade and Refuge .....	15, York Road, King's Cross	42
North-West London Shoebblack Brigade and Refuge .....	241, Marylebone Road .....	25

*Certified Industrial Schools for Boys.*

Name of Institution.	Where Situated.	Cases
Middlesex Industrial School .	Feltham, Middlesex .....	21
St. Nicholas Roman Catholic Industrial School .....	Little Ilford, Essex .....	14
Boys' Home .....	Regent's Park Road .....	8
Boys' Refuge .....	Commercial Street, White- chapel .....	8
Industrial School .....	Bath, Somerset .....	7

<i>Certified Industrial Schools for Girls.</i>		
Name of Institution.	Where Situated.	Cases
Cripples' Home Industrial School .....	17A, Marylebone Road .....	5
St. Jude's Industrial School ..	3, Franklin's Row, Chelsea ..	5
Industrial Home for Girls ..	125, Sloane Street, Chelsea ..	4
School of Discipline .....	2, Queen's Rd. West, Chelsea	3

There are about 5,000 children under the Act in Certified Industrial Schools of England, and 3,000 in those of Scotland.

The annual cost of a boy in a Certified Industrial School, in London, is about £18, and of a girl £15. This is exclusive of the first cost of building and establishment, and interest on money sunk, but inclusive of ordinary rent. The average age of inmates is about ten years, and the average stay three years.

As a specimen at random from Mr. King's Journal we give the records entered during the last two days before these pages were compiled:—

“ Thursday, February 9th.—The *Weekly Dispatch* of January 15 had the following:—

“ **SHOCKING PROFILIGACY OF TWO PARENTS.**—Thomas Gamble and John Connor, who were stated in the charge-sheet to be eleven years of age each, were brought up, on Friday, on remand, charged with committing a petty robbery. The case was fully made out against them on former investigations, when it was stated by Connor's mother, a widow, who lives in the same room as Gamble's father, that her son was only four years of age; but the magistrate believed this to be

untrue. Mr. —— now said that he believed Connor and the woman Gamble had encouraged their own children to become thieves, and supplied them with a basket to deposit the stolen property. It was also proved before him that Connor ill-used his own daughter, a girl of tender years, and drove her to commit suicide. Connor said his daughter drowned herself because she was starving. Mr. ——: "She committed suicide owing to your ill-usage, and you are, morally speaking, her murderer." The magistrate then severely censured both parents, and committed the prisoners to the House of Correction for one month.

"I cannot think why the magistrate did not send these boys to an Industrial School. He cannot see the injury he does them by sending them to prison."

"First.—The boys are stamped as felons."

"Secondly.—The difficulty to obtain employment afterwards."

"Thirdly.—Very few schools will receive such boys afterwards."

"Fourthly.—If they are charged with felony again, they must be sent to a Reformatory amongst older boys and more hardened thieves for a very long term."

"Thursday, February 9th.—Went to the —— Refuge, respecting Connor and Gamble (385), but they will not take any boys for some time, as some of the boys have the small-pox. I went and saw the father of Connor, who informed me that some lady was going to place him into an Orphans' Home, and would take him away on his discharge from prison. On Saturday I went and informed Mr. Howard what I had heard, and he said Gamble's case would have to stand over for a few days. His case is more difficult because he is younger than previously entered. I shall meet the mother at the prison and ask her to take care of him for a few days.

"Went to the Revival Home, respecting the boy (384) Charles Dry, age twelve. I also saw the Rev. Gavin Carlyle, and arranged with him to try and get him into the Islington Reformatory. As I do not see how he is to be sent under the Act, I gave Mr. C. an application paper to fill up and return to me.

"Friday, February 10th.—Received a letter from T. C. Sheppard, Esq., Bath, and forms, and he is willing to receive M. A. Banks (383), either under the Reformatory Schools Act or under the Industrial Schools Act. I went to Clerkenwell Police Court and informed the clerks, who asked me to attend to-morrow.

"Received the applicant paper from the Rev. Mr. Carlyle respecting Charles Dry (388.) I took it to Captain Mann, Islington Reformatory, and he is willing to receive him. I went to the Revival Home, Whitechapel, and fetched him; he is not only given to pilfering, but has been to the trade and obtained things in Miss Macpherson's name. Miss M. also informed me that Robert Barberich (107) was in Canada, and doing well, with Mr. John Hammond, Seneca, Grand River. Received a letter from Mr. Offer, Boys' Home, Castle Street. I went, and he called my attention to Raymond Garrett, age ten, fatherless, and he states his mother treats him badly. I told him I would see about him on Monday; I shall not have time before."

Among the "Most Common Cases" brought by the Beadle are:—

1. Children under ten, with one surviving parent, in deep poverty. A Refuge will seldom take such without payment, nor a Certified School, if the Act is employed.
2. Children of dissolute parents who, to avoid their unhappy homes, roam from one common lodging-house to another. These are worse off than if they were orphans, for then the benevolent would aid them.
3. Incorrigible children amenable to section 16 of the Act, but left to sin on until charged by the police with crime.

Mr. King suggests that the limit of age should be thirteen instead of twelve in section 15.

The cases are further classified and indexed under various heads for reference to the Journal, such as the following:—

*Remarkable Cases:—*

- |   |  |
|---|--|
| <ol style="list-style-type: none"> <li>1. Destitution.</li> <li>2. Precocious crime.</li> <li>3. Coming from a distance.</li> <li>4. Foreigners.</li> <li>5. Speedy success.</li> </ol> | <ol style="list-style-type: none"> <li>6. Success after much trouble.</li> <li>7. Failure.</li> <li>8. Gratitude of children and relatives.</li> </ol> |
|---|--|

Taking one case with another, the average time employed about each was less than two days, and the cost of a thorough inquiry 7s. 6d. Frequent visits were paid to cases already well disposed of in situations or in Institutions, and a large proportion of them were reported to be "going on well."

With respect to the several School Board Divisions of London, Mr. King reports:—"I had better give the districts where I

believe most children are to be seen about the streets selling pipe-lights &c., commencing with the worst:—

- |                   |                 |
|-------------------|-----------------|
| 1. City.          | 6. Westminster. |
| 2. Finsbury.      | 7. Lambeth.     |
| 3. Tower Hamlets. | 8. Marylebone.  |
| 4. Southwark.     | 9. Chelsea.     |
| 5. Hackney.       | 10. Greenwich." |

The Journal also classifies the difficulties met with, from 1. Children. 2. Parents. 3. Employers. 4. Public. 5. Police. 6. Magistrates. 7. Institutions. And then *suggestions* are noted under various distinct heads.

The police constables have almost always aided Mr. King judiciously. In most cases he hands over the child to a policeman at once, who then becomes the "Any person may bring," &c., in section 14.

The number of children sent under the Act is influenced by the individual disposition of a magistrate, as well as by local circumstances too many to enumerate. Reluctance to act is sometimes overcome by seeing the immediate result, as in the following case:—Two children brought before a magistrate were from some trivial cause not sent to an Industrial School. The very next week both of them, in different districts, were brought up for stealing, and were sent to Reformatories to be stamped as criminals, and to cost, at the least, three times as much to the public as a timely attention to their cases would have entailed.

It will be seen from the next page that at Birmingham, where the Act is well applied by a judicious selection of cases and by sensible action on the part of magistrates, scarcely any of the children "brought" by the Agent have to be discharged, except a very few handed over to their parents. Complaints as to imperfect administration of the Act in Edinburgh indicate an exceptional inability (local and personal) to perceive what is right in this matter.

To be effective in deterring bad parents, and saving their neglected children, the Act must be used always, at once, and everywhere. Uncertain or lax action, or only local application of the law, sharpens offenders and scarcely decreases offences, but it squanders time and money and disheartens by failure.

The Swedes, being a frugal people, are well aware of the economy of prevention. Their latest-made school for the poorest

children has the best teachers and the best accommodation for the child that most of all needs national care. In after-life he is, therefore, most grateful and loyal, for he owes all he is to his country, and when have we ever heard of a rebel Swede?

country, and when have we ever heard of a rich school?" After inspecting such a school I remarked, "This must be very expensive," and the answer was, "It is expensive, but not dear. We Swedes are not rich like you English, and we cannot afford to let one child grow up in ignorance, misery, and crime, to be a trouble to himself, a pest to society, and a scandal to our country."

Some day—coming soon—even wealthy England will see that it is cheaper to provide pure water rather than medicine, vaccine lymph rather than small-pox hospitals, teachers rather than censors, industrial schools rather than reformatories.

On January 1, 1868, a similar Agent was appointed by "The Birmingham Neglected Children's Aid Society," for the same purpose as the Boys' Beadle in London, and, after spending a fortnight with Mr. King to learn his duties, he began a work in Birmingham which is now most useful and satisfactory.

The following table shows his work to the end of 1870 :—

At Bristol, also, an Agent is employed, but principally to visit children in employment.

IV. The following is a list of the Certified Industrial Schools in or near London which receive children chiefly from the Metropolis. The number of inmates varies every week, but that recorded here is the last obtained:—

	Number in School.	Number under the Act.
Boys.		
Middlesex Industrial School, Feltham	750	475
Boys' Home, Regent's Park	108	45
Boys' Home, Church Farm, Barnet	50	21
East London Shoebblack Refuge	50	37
Boys' Refuge, Whitechapel	120	31
Field Lane Industrial School	15	15
Surrey Industrial School, Wandsworth	135	128
St. Nicholas Roman Catholic Industrial School, Ilford	276	276
Boys' total	1,504	1,028
Of the Feltham boys, 282 sent under the "Middlesex Industrial Schools Act" (17 & 18 Vict. cap. 169) are virtually of the same class as those sent under the Act of 1866. Adding these to the column on the right we have—		
Total of boys	1,504	1,310
Girls.		
Cripples' Home for Girls	100	8
Sloane Street Industrial Home	50	16
School of Discipline, Chelsea	29	30
St. Jude's Home, Franklin's Row, Chelsea	50	41
Girls' Home, Charlotte Street	24	13
Field Lane Industrial School	25	11
Farm House Home, Chertsey, <i>quite new.</i>		
St. Margaret's R. Catholic Home, Finchley	70	65
Girls' total	356	184
Total of Boys and Girls Inmates	1,860	Under the Acts 1,494
PROBABLE IMMEDIATE ADDITIONS.		
Gray's Inn Lane (in connection with St. Giles').	150	0
Roman Catholic, Waltham, Boys	150	0
Roman Catholic, Eltham, Girls	60	0
Roman Catholic, Mill Hill, Girls	100	0

The present number of inmates being 1,860; these, with 310 of proposed Roman Catholic Schools, 20 more at the Boys' Home, and 150 at Gray's Inn Lane, would give accommodation for 2,340, or say 2,000 children, if all were sent under Acts. If each child were to be on an average two years in an Industrial School, besides a year or two outside, "lodging" or "licensed," these Certified Industrial Schools for London could receive 1,000 children every year, helped by, say, £10,000 from the rates, and would employ twenty officers like the Beadle, each investigating 200 cases per annum, and sending 50 children under the Act.

V. We have briefly stated above what was done and what was in progress before Mr. Forster's excellent Bill was passed into law. The new Elementary Education Act contains the following provisions respecting Certified Industrial Schools, and the agency which may be employed by a School Board in relation to them:—

Sect. 27. "A School Board shall have the same powers of contributing money, in the case of a Certified Industrial School, as is given to a Prison Authority by section 12 of 'The Industrial Schools Act, 1866'; and, upon the election of a School Board in a Borough, the Council of that Borough shall cease to have power to contribute under that section."

Sect. 28. "A School Board may, with the consent of the Education Department, establish, build, and maintain a Certified Industrial School within the meaning of 'The Industrial Schools Act, 1866,' and shall for that purpose have the same powers as they have for the purpose of providing sufficient School accommodation for their district: Provided that the School Board, so far as regards any such Industrial School, shall be subject to the jurisdiction of one of her Majesty's principal Secretaries of State, in the same manner as the managers of any other Industrial School are subject, and such schools shall be subject to the provisions of the said Act, and not of this Act."

Sect. 36. "Every School Board may, if they think fit, appoint an officer or officers to enforce any bye-laws under this Act with reference to the attendance of children at school, and to bring children, who are liable, under 'The Industrial Schools Act, 1866,' to be sent to a Certified Industrial School, before two justices, in order to their being so sent; and any expenses incurred under this section may be paid out of the school fund."

In the foregoing provisions, section 27 empowers a School Board to contribute to Industrial Schools.

Section 28 empowers the Board to establish Industrial Schools.

Section 36 empowers the Board to employ paid officers to bring children before magistrates, to be sent to Industrial Schools.

The following is the part of the Industrial Schools Act, 1866 (section 12), referred to above in the Elementary Education Act:—

Sect. 12. "In England a Prison Authority may from time to time contribute such sums of money, and on such conditions as they think fit, towards the alteration, enlargement, or rebuilding of a Certified Industrial School,—or towards the support of the inmates of such a School,—or towards the management of such a School,—or towards the establishment or building of a School intended to be a Certified Industrial School,—or towards the purchase of land required either for the use of an existing Certified Industrial School, or for the site of a School intended to be a Certified Industrial School; provided—

First, that not less than two months' previous notice of the intention of the Prison Authority to take into consideration the making of such contribution, at a time and place to be mentioned in such notice, be given by advertisement in some one or more public newspaper or newspapers circulated within the district of the county or borough, and also in the manner in which notices relating to business to be transacted by the Prison Authority are usually given:

Secondly, that where the Prison Authority is the Council of a Borough, the order for the contribution be made at a special meeting of the Council:

Thirdly, that where the contribution is for alteration, enlargement, rebuilding, establishment, or building of a School or intended School, or for purchase of land, the approval of the Secretary of State be previously given for that alteration, enlargement, rebuilding, establishment, building, or purchase. . . . .

From what has now been cited it will be seen that—

1. The operations of a School Board contributing to Industrial Schools, and as to the children to be sent to them, are in relation to the Home Office, and not to the Education Department.

2. A School Board may contribute to an Industrial School (after

proper notice, &c.), and arrange to send children there, without the Board taking any part in the management of such school.

3. Certified Industrial Schools may be established, maintained, and managed by the School Board.

4. If a School Board does not contribute to nor establish Industrial Schools, the funds of these institutions will suffer at once by the cessation of contributions from Borough Councils.

5. The School Board may employ and pay officers to do the part of the work already explained as that of the Boys' Beadle.

6. No new power\* in regard to the children to be sent to Industrial Schools is conferred on School Boards, but power as to such schools is transferred to School Boards from other public bodies,† and payments made hitherto from Borough funds may be cast upon the School Fund raised by rates.

VI. We shall, lastly, add here a few remarks and suggestions from the experience of twenty years of constant work among the neglected children of London.

*The number of children amenable to the Industrial Schools Act.*—Those children who are *visible* in the streets are in reality not so many as they appear to be. We see the same children often, and in the most public places, and in the most obtrusive manner. Many of these are daily employed, though it be only in the precarious way of selling papers, fuzees, &c. These children ought not perhaps to be sent to Industrial Schools, but some

\* For we need not here consider the other duty of "an officer or officers to enforce any bye-laws under this Act with reference to the attendance of children at school," contained in section 36.

This duty is separate in kind from that relating to Industrial Schools. It is for a separate class of children, with a separate purpose in view, and under a separate sanction, obtainable only by a School Board.

A separate class of officers would also, I think, be employed, and their duty might well have been defined in a separate section.

† The "Prison Authority" referred to above means:—For a Prison belonging to a County, the Magistrates of that County in Quarter Sessions. For any City, Borough, or Town having a separate jurisdiction, the Justices or Council of such Borough. For the City of London, the Court of the Lord Mayor and Aldermen.

The School Board for London, on the motion of Mr. W. Green, seconded by Mr. J. MacGregor, appointed a Committee to report on the best mode of applying Sections 27, 28, and 36 of the Elementary Education Act, so far as relates to Industrial Schools, and on the operation of the Workshop Act, Factory Act, and Denison's Act.

hundreds of them could be organised as the shoeblacks are. The six Societies of the "Blacking Brigade" are well managed by separate committees (but on similar systems), and their business in the street is regulated by a special clause in an Act of Parliament. Several of the Shoeblack Societies have been for years *entirely* self-supporting (the only such self-supporting institutions in the world), and the total earnings from the brushes of 400 boys is £10,000 *per annum*. The boys meanwhile get a fair education, and the influence of good on their characters, while prepared for permanent situations at home and abroad. Outside these, the other Shoeblacks not in Societies, the "Freebooters," are slightly controlled by the police. But *every* child who sells anything in a public thoroughfare ought to be similarly disciplined, both for his own good and for the cause of order in general.

Some of them, especially the infants who sell newspapers, might surely be managed as we have seen the newspaper boys in America, or controlled as the street-cleaners are in the City of London. Boy crossing-sweepers employ six-sevenths of their time in begging, and one-seventh in work. From an experiment made with twenty boys for four months in winter some years ago, the Shoeblack Committee found that each boy could keep the pavement opposite twenty shops perfectly clean, and a crossing besides, for one penny per diem from each shop.\* I think that, with proper attention and a little trouble, 2,000 boys might be employed in the streets, and earn a good maintenance, while securing some education. What is needed for this is simply earnest business-like men, who will give the time and energy to the work which the Shoeblack Committees have done for twenty years. Instead of this, people give begging children alms, and think that is "charity," while it is only lazy foolishness. I am glad to know that I never gave a beggar child in London even a penny. Perhaps the most cruel and silly of all modes of degrading street children is to make them run in a crowded road alongside an omnibus and turn somersaults. Yet there is even a more heartless sight, where a halfpenny is thrown from a bridge into the mud by the river, and the wretched half-naked little mudlark-brother is forced to dive for it under the filth. There is consolation, at least, in the thought that the man who does this wanton folly and wrong to a child will now have to pay school rates.

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\* Vestries have power to do all this under the Metropolis Management Act.

The children *unseen* who are amenable to the Act, but at present uncare for, are far more numerous than is thought. Yet I believe that about twenty proper Agents would in six months settle all the real cases for Industrial Schools, deter the sham beggars, and completely free London from the reproach of allowing even one child to be neglected by its parents and the public.

Children who go to school under the Education Act will still be in the streets after school hours if they have bad parents. The school indoors until four o'clock is good; but the school of the street after four is bad, and there is no doubt as to which school teaches most. Mr. King says, "There is no road so direct to Newgate as sending children into the streets." The Ordinary of Newgate says, in his last Report, just published, with respect to the children in Newgate: "Those who have had the minimum of education, or none at all, belonged to that class who are to be seen in the streets in such numbers selling cigar-lights and newspapers." These lively, wretched, smiling, dirty children must not be allowed any longer to run in everybody's way while they run on to ruin. What may be done by the School Board in this part of its work will be immediately recognised and appreciated, like the farmer's prevention of weeds on his ground. The other work of the Board will be longer without visible result. The field must be surveyed, drained, digged, ploughed, harrowed, and sowed; and while the crop is growing the public will be grumbling that they see no results from their rates but printed paper receipts. Two years hence the School Board will very probably be the most unpopular body in London; and it must brave this impatience, and work on in faith till the good fruit covers the land.

The managers of the Certified Industrial Schools round London are about to confer with the School Board, so as to arrange for immediate extension of their premises, and settle the terms of "contribution" allowed by the Act. The Council of the Reformatory and Refuge Union, and the Committee of the Ragged School Union, have already conferred with the School Board, so that all the Industrial Schools and Refugees in connection with the Union may vigorously co-operate for the reception of children, and that the numerous subscribers to Ragged Schools may be reassured, who are already withholding their contributions, as if the rate-paid free schools would at once do Ragged School work. The Training Colleges will have large and immediate demands

for teachers, and the School Board will have to stimulate a supply, to regulate the direction of its increase, and to promote the proper instruction of teachers fit for free schools by their character of mind, and competent to obtain Government certificates. The Police Magistrates of London ought to be officially met by the School Board, so that complete co-operation may be secured between the body that brings up cases, the authorities who determine their custody, and the Institutions that receive them.

The cost to the nation of one mismanaged case of a child neglected is often more than the cost of ten who are taken in time and properly educated. The money saved by the "discharge" of a case from a police-court is apparent and immediate; but the money lost by casting a waif back into the waves is unseen and prospective, and is therefore too often forgotten.

The payments by parents for children in Industrial Schools is about £8,000 a year, which is obtained with difficulty, by great exertion on the part of the Rev. Sydney Turner and his staff at the Home Office. The deterrent effect of this, however, is most valuable; and when the enforcement of it is relaxed in a district the bad effect on the neighbours is plainly and speedily visible. To enforce this payment of parents for children is not the direct work of a School Board, but the co-operation of all good men and women ought to be freely given to aid this effective punishment of parental neglect.

The tendency of an Agent's work among these children is towards numerous cases half done, instead of a few cases well worked out to the end. He is also urged too often to help adults when his duty is amongst children. Female Agents will no doubt be employed. These will be valuable also among families of the poor, who will for a long time be ignorant of their duties under the new Act until they are explained from room to room. For a like purpose, practical information as to the Education Act should be given to large meetings of the London City Missionaries, the Scripture Readers, Bible Women, and others constantly in communication with thousands of little homes.

We scarcely ever see a person unclothed in the streets in open day. A thorough working of the Industrial Schools Act (but only that) would make it quite as rare to find one single child uncared for, uneducated, or openly rushing to ruin. Until that is done, no man with a tender heart can sleep in his bed with comfort.

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## REFORMATORY AND REFUGE UNION.

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### SUMMARY OF OBJECTS AND WORK.

#### I. The Improvement and Extension of Preventive Efforts.

By disseminating information as to what has been accomplished ; pointing out the necessity for fresh efforts, and, if needful, originating them ; giving attention to measures before Parliament affecting the movement ; advising those about to engage in Reformatory work ; acting as a centre of communication between those already so labouring ; by holding Exhibitions at which articles made in the Institutions are displayed ; and by arranging Conferences for interchange of the experience of those engaged in the work.

For these purposes the *General Fund* of the Union is available.

#### II. Aid of efforts to Feed, Clothe, and Educate the Destitute.

By Grants from the "*Refuge Fund*" to those Refuges, Homes, and Industrial Schools in which the Homeless, Outcast, and Neglected are sheltered and taught. £20,000 have been thus distributed since the formation of the Union. Each Grant is made only after inspection of the Institution, and approval of its management and financial position.

#### III. Direct Missionary efforts managed by the Council.

These are (1st) A *Woman's Mission to Women*, in which Ten Female Missionaries are engaged in the streets of London among the Fallen Women ; they have rescued more than 2,600 young women, and have gained them admission into Homes, restored them to friends, placed them in service, or otherwise provided for them : (2nd) An Agent, better known as the *Boys' Beadle*, who is employed to "look after" the children waifs and strays of London : (3) A *Discharged Prisoners' Relief Committee*, for aiding those who, after punishment as offenders, are striving to regain a good name in the ranks of the industrious and honest. Most of this Missionary work falls upon the *Female Mission Fund*.

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